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Message Text

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ACTION MMO-02

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E.O. 11652: N/A
TAGS: AFSP, OGEN, TS
SUBJECT: EVALUATION OF GOALS, OBJECTIVES AND
RESOURCE MANAGEMENT

REF: A. STATE 063477
B. TUNIS 3114

1. THIS MESSAGE IS SENT IN FULFILLMENT OF THE REQUIREMENTS LEVIED ON CHIEFS OF MISSION IN PART II OF REFDEPTEL. IT REPRESENTS MY INDEPENDENT JUDGEMENTS ON THE RELEVANCE OF PERSONNEL LEVELS IN THE EIGHT SEGMENTS OF THIS MISSION: THE EMBASSY, DEFENSE ATTACHE OFFICE, USAID, USLOT, USICA, FSI ARABIC LANGUAGE SCHOOL, PEACE CORPS AND THE AMERICAN BATTLE MONUMENTS COMMISSION, CURRENTLY TOTALING 107 AMERICANS, 4. THIRD-COUNTRY NATIONALS, 171 FSL'S, PLUS 74 PEACE CORPS VOLUNTEERS. OF THIS TOTAL, 19 AMERICANS ON BOARD, 3TCN'S AND 12 FSL'S ARE PERFORMING REGIONAL OR NON-SUBSTANTIVE FUNCTIONS NOT IN THEMSELVES ESSENTIAL TO THE ACHIEVEMENT OF THE MISSION'S GOALS AND OBJECTIVES BUT REGURING FULL ADMINISTRATIVE SUPPORT FROM THE EMBASSY.

2. I ENVISION OUR STATEMENT OF GOALS AND OBJECTIVES AS VALID THROUGH MID-1981, I.E. FOR THE DURATION OF TUNISIA'S CURRENT FIVE-YEAR DEVELOPMENT PLAN TO WHICH WE HAVE
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PUBLICLY COMMITTED USG'S CONTINUING SUPPORT. THIS MEANS AN AID PROGRAM, PEACE CORPS ACTIVITY AND A MAP PROGRAM AT NOT LESS THAN CURRENTLY BUDGETED LEVELS FOR THE NEXT FOUR YEARS. IF NECESSARY I BELIVE IT WOULD BE POSSIBLE TO ATTAIN ALL OR MOST OF OUR GOALS WITH A REDUCED PERSONNEL LEVEL.

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3. EMBASSY. I CONSIDER THE SUBSTANTIVE AMERICAN POSITIONS IN THE POLITICAL, ECONOMIC AND CONSULAR SECTIONS OF THE EMBASSY UNTOUCHABLE UNDER ANY FORE-SEEABLE CIRCUMSTANCES. WITH TUNISIA AT AN HISTORICAL AND GENERATIONAL WATERSHED POLITICALLY AND AT THE OUTSET OF A CRITICAL FIVE-YEAR ECONOMIC DEVELOPMENT PLAN (TO WHICH WE HAVE PUBLICLY COMMITTED OUR SUPPORT) OUR NATIONAL INTERESTS HERE CANNOT BE PROPERLY LOOKED AFTER WITH LESS THANTHE CURRENT AMERICAN STAFFING OF THESE BREAD-AND-BUTTER SECTIONS. IN PART I OF THIS REPORT (TUNIS 3114) I HAVE AGREED TO EARMARKING ONE AMERICAN AND ONE LOCAL POSITION IN MY FRONT OFFICE AND ONE LOCAL POSITION IN THE ECONOMIC SECTION FOR ABOLITION UNDER A TEN PERCENT CUTBACK IN STATE PERSONNEL LEVELS.

4. OVER HALF OF THE STATE PERSONNEL AND WELL MORE THAN HALF OF THE FSL PERSONNEL ON THE STATE PAYROLL ARE FOUND IN OUR ADMINISTRATIVE SECTION. THE SECTION HAS RECENTLY GROWN BY ELEVEN FSL EMPLOYEES WHEN THE EMBASSY TOOK OVER ALMOST ALL OF USAID'S ADMINISTRATION (REPRESENTING A VERY LARGE--PERHAPS $200,000--ANNUAL SAVINGS). IT MUST BE BORNE IN MIND THAT THIS SECTION ADMINSTERS EIGHT REPEAT EIGHT FEDERAL AGENCIES AND ACTIVITIES IN TUNIS, PERFORMS REGIONAL FUNCTIONS FOR OTHER NEARBY POSTS AND HAS THE CARE AND MAINTENANCE RESPNSIBILITIES FOR 114 SEPARATE USG OWNED OR LEASED PROPERTIES. TO A LIMITED OFFICIAL USE

LARGE EXTENT THE SECTIONS'S SIZE DEPENDS UPON THE COLLEC-TIVE JUDGMENTS OF ALL THE US AGENCIES WHOM IT SERVICES. I WOULD LOOK FOR A CONSIDERABLE REDUCTION IN THE OVERALL SIZE OF THIS MISSION (USAID, USLOT AND PEACE CORPS) AFTER FY 1981, BUT ONLY VERY MARGINAL REDUCTIONS, IF ANY, IN FY 1980 WITHOUT SOME DAMAGE TO OUR EFFICIENCY--AND WITH ONLY MINIMAL SAVINGS--AS WE HAVE STRESSED IN PART I.

5. REGIONAL FUNCTIONS. TO EFFECT BUDGETARY SAVINGS PERHAPS THE QUICKEST METHOD AND THE ONE LEAST DELETERIOUS TO PURSUIT OF OUR GOALS AND OBJECTIVES IN TUNISIA WOULD BE THE TRANSFER ELSEWHERE OF THE REGIONAL AND NON-SUBSTANTIVE FUNCTIONS WE NOW SHELTER: FSI ARABIC LANGUAGE SCHOOL, USICA'S REGIONAL PUBLICATIONS CENTER (AL-MAJAL) AND REGIONAL LIBRARIAN, RSO, RMO, USAID'S REGIONAL LEGAL AND HOUSING OFFICERS AND SOME B&F FUNCTIONS, A MINIMUM OF 19 AMERICAN POSITIONS AND NINETEEN SETS OF QUARTERS, BESIDES ABOUT 15 FSL'S AND TCN'S ASSOCIATED WITH THESE ACTIVITIES. (CONTRAST THESE FIGURES WITH THE 17 AMERICANS AND 10 FSL'S IN THE FRONT OFFICE, POLITICAL, ECONOMIC AND CONSULAR

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SECTIONS.) UNDER ANYTHING AS DEEP AS A TEN PERCENT PERSONNEL OR BUDGET CUTBACK I WOULD FIGHT HARD TO "SACRIFICE" AS MANY AS POSSIBLE OF THESE REGIONAL FUNCTIONS TO SAVE MY SUBSTANTIVE FUNCTIONS FOR THE ACHIEVEMENT OF OUR GOALS.

6. USICA. I CANNOT FORESEE ANY JUSTIFICATION FOR FURTHER REDUCTION OF USICA AMERICAN PERSONNEL NOW AT THE POST, TOTALING FOUR PLUS A REGIONAL LIBRARIAN, ESPECIALLY FOLLOWING THE LOSS OF THE IO POSITION LESS THAN A YEARAGO. IF PUSHED TO THE WALL, THE PAO HAS IDENTIFIED ACTIVITIES HE WOULD BE PREPARED TO CURTAIL OR TERMINATE AND HAS IDENTIFIED THREE FSL POSITIONS TO BE CUT IN EVENT OF A TEN PERCENT CUTBACK. I HAVE GONE
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OVER THE TUNIS ICA BUDGET CAREFULLY WITH THE PAO AND FULLY SUBSCRIBE TO THE CONTINGENCY REDUCTIONS HE IS PREPARED TO SUSTAIN. HOPEFULLY THIS FINE PROGRAM WILL NOT BE CALLED UPON TO SUSTAIN ANY CUTBACK. LOOKING FORWARD TO THE PERIOD AFTER 1981 WE AE LIKELY TO BE REPRESENTED HERE BY ONLY STATE, ICA AND THE DAO. WE MUST BE STRONG IN ALL THESE ACTIVITIES. I AM PROUD OF THE AUTONOMOUS AL-MAJAL OPERATION IN TUNIS, BUT I KNOW THAT ICA CAN PUBLISH THIS FINE PRIODICAL MORE CHEAPLY IN BEIRUT WHEN IT CAN RETURN THERE. YET, WITH ITS ONE AMERICAN, ONE TCN, AND FOUR FSL POSITIONS, I WOULD HAVE TO JUDGE IT AS NOT ESSENTIAL TO THE ACHIEVEMENT OF MY MISSION HERE.

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7. DEFENSE ATTACHE OFFICE. IF, AS I ANTICIPATE, OUR MILITARY MISSION (USLOT) IS PHASED OUT AFTER FY 1981, THE WORK OF THE DAO PROMISES TO BE MORE CRITICAL AS TIME PASSES. UNDER A USLOT PHASE-OUT I WOULD ENVISAGE THE DAO ABSORBING CERTAIN RESIDUAL FUNCTIONS (FMS RE-PAYMENTS, IMET, ETC.). UNDER DIRE GOVERNMENT-WIDE CUTBACKS ENTAILING THE LOSS OF THE TWO ABMC AMERICAN POSITIONS,

I COULD FORESEE RELUCTANTLY THE POSSIBLE ADMINISTRATION OF THE CARTHAGE WAR CEMETERY WITH THE DAO SUPERVISING A LOCAL OR TCN SUPERINTENDENT, HARDLY AN IDEAL ARRANGEMENT. HOWEVER, IF REALLY SEVERE CUT-DACK ARE IN PROSPECT, I WOULD RECOMMENE THE ABOLITION OF THE NAVAL ATTACHE POSITION AND THE REDUCTION OF SIXTH FLEET VISITS TO TUNISIA ANNUALLY FROM THE CURRENT SIX-TEEN TO ABOUT HALF THAT NUMBER. THIS, OF COURSE, WOULD REPRESENT A CONSIDERABLE--POSSIBLY INTOLERABLE--LOWERING OF OUR STRATEGIC SITES IN THE MEDITERRANEAN AREA AND SHOULD BE PUT IN THE CATEGORY OF LAST-RESORT MOVES.

8. AMERICAN BATTLE MONUMENTS COMMISSION. OUR IMPOSING AND BEAUTIFUL CARTHAGE WAR CEMETERY (ABOUT 3000 GRAVES) IS EFFICIENTLY AND INEXPENSIVELY KEPT UP BY TWO AMERICANS AND 12 FLS'S. I AM NOT SURE WHAT ECONOMIES CAN BE DEMANDED OF ABMC TO REDUCE THE CURRENT MODEST BUDGET

FOR THIS ACTIVITY AND DOUBT IF THE USG WOULD FIND THE DOMESTIC OPPOSITION TO MAJOR CUTBACKS WORTH COMBATTING. IF I AM WRONG IN THIS, I HAVE MADE SUGGESTIONS ABOVE (UNDER DAO) FOR COPING WITH NECESSARY PERSONNEL AND BUDGETARY REDUCTIONS. THE TWO USG-OWNED FAMILY QUARTERS AT THE CEMETERY COULD PRESUMABLY BE USED TO HOUSE OTHER, NON-ABMC, EMPLOYEES UNDER A REIMBURSABLE INTER-AGENCY AGREEMENT.

9. PEACE CORPS. IT BECOMES ADMITTEDLY MORE DIFFICULT EACH YEAR TO

DEFEND PEACE CORPS PRESENCE IN "MIDDLE-INCOME" COUNTRIES LIKE TUNISIA. YET EACH YEAR TUNISIA WANTS MORE PCV'S. IF TUNISIA SUCCEEDS BY 1981 IN ACHIEVING ITS GOAL OF FREEDOM FROM THE NEED OF FOREIGN ASSISTANCE ON CONCESSIONAL TERMS, PEACE CORPS WILL NO LONGER BE JUSTIFIED HERE. BETWEEN NOW AND THEN, HOW-EVER, WE SHOULD BE PREPARED TO RESPOND TO TUNISIA'S FELT NEED FOR PCV'S IN AGRICULTURE, RURAL DEVELOPMENT, PREVENTIVE MEDICINE, ECOLOGY, ENVIRONMENT AND VOCA-

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TIONAL EDUCATION, FIELDS IN WHICH WE EXCEL. IF PEACE
CORPS IS GOING TO SUFFER CUTBACKS TOO (AND I HOPE NOT),
WE SHOULD MAKE THIS YEAR'S TEFL GROUP THE LAST TO
ARRIVE AND PUT THE GOT ON NOTICE THAT THEY HAVE TWO
YEARS TO MEET THEIR OWN ENGLISH -TEACHING REQUIREMENTS.
THIS WOULD REDUCE OUR PCV CONTINGENT BY MORE THAN 50
PERCENT (FROM ITS PRESENT 74) BY FY 1980. BUT NEW
PROGRAMS IN THE FIELDS MENTIONED ABOVE SHOULD CONTINUE
TO BE DEVELOPED FOR FY 1980 AND 1981. FOR THOSE YEARS
I FORESEE A PROGRAM EMPLOYING ABOUT 55/60 PCV'S. AS
WE HAVE EXPLAINED TO PC/W, ITS CURRENT THRUST ON "BASIC
HUMAN NEEDS" IS A NON-STARTER IN A COUNTRY AS RELATIVELY
ADVANCED AS TUNISIA AND SHOULD NOT BE PUSHED HERE. WE
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MUST STRIVE FOR QUALITY HERE RATHER THAN NUMBERS. UNLESS
TUNISIA FALLS FLAT ON ITS FACE, I WOULD ENVISAGE NO
PROGRAM AT ALL--OR AT MOST JUST THE FINAL TAPERING-OFF--BY
FY 1982. BY THEN PC/W CAN CONGRATULATE ITSELF ON HAVING
PARTICIPATED IN ONE OF MODERN HISTORY'S GREATEST SUCCESS
STORIES. IT WILL HAVE DONE ITSELF OUT OF SEVERAL SCORES
OF JOBS. BUT THE JOB WILL NOT BE DONE FOR THREE OR FOUR
MORE YEARS. MEANWHILE, BEING RESPONSIVE TO THE GOT COSTS
US VERY LITTLE. ALMOST NOWHERE IS A PCV MORE GENEROUSLY
SUPPORTED BY THE HOST GOVERNMENT.

10. USLOT. SANDWCHED BETWEEN TWO UNCONGENIAL NEIGHBORS
AND AFTER YEARS OF NEGLECT OF EVEN ITS MODEST MILITARY
INFRASTRUCTURE, TUNISIA HAS EMBARKED ON A FIVE-YEAR
MILITARY MODERNIZATION PROGRAM. SUBJECT TO CONGRESSIONAL
APPROVAL WE HAVE UNDERTAKEN TO SUPPORT THE GOT WITH
$25 MILLION YEARLY THROUH FY 1981 IN FMS CREDITS, HELPING
MEET ABOUT TWENTY PERCENT OF THE MODERNIZATION COSTS.
PARADOXICALLY WE ARE ADMINISTERING THE PROGRAM WITH LESS
THAN HALF OF THE PERSONNEL WE HAD HERE WHEN IT STAGGERED
ALONG AT ONLY $3 TO 4 MILLION PER YEAR. SUPPORT OF
THIS PROGRAM REPRESENTS A VITAL ELEMENT OF OUR NATIONAL
GOALS AND OBJECTIVES AND SEVEN AMERICAN PERSONNEL REPRESENT
A MINIMUM TO SEE IT THROUGH FY 1981 COMPETENTLY. HOWEVER,
I CONFESS TO OBSERVING THE NAVAL OFFICER IN USLOT TO BE
NOW UNDEREMPLOYED. UNLESS THE GOT DURING FY 1980 MAKES
A FIRM COMMITMENT TO PURCHASE THE SIX COASTAL PATROL
CRAFT PROGRAMMED, THIS POSITION COULD BE ELIMINATED.
ALSO, IF BY THE END OF FY 1979, THE GOT DOES NOT DECIDE
TO PURCHASE US-MADE INTERCEPTORS, THE POSITION OF THE
AIR FORCE OFFICER COULD BE ELIMINATED AS WELL. BY THE
END OF FY 1981 I FORESEE THE COMPLETE PHASE-OUT OF USLOT.

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11. USAID. THIS IS THE MOST DIFFICULT FACET OF THIS MISSION'S FUTURE TO FORESEE. IDEALLY USAID WILL HAVE PHASED OUT BY THE END OF FY 1981 (BUT I ENTER THE PLEA THAT WE CONTINUE TO RE-EXAMINE THIS PROSPECT THROUGH FY 1979 IN LIGHT OF PROGRESS MADE TOWARD GOALS OF THE GOT'S FIVE-YEAR PLAN). OUR USAID STAFFING HAS BEEN CUT HEROICALLY OVER THE PAST EIGHTEEN MONTHS AND WE HAVE FAIRLY PAINLESSLY IN THE PAST FOUR MONTHS SWITCHED OVER TO EMBASSY ABSORPTION OF USAID ADMINISTRATION. PLEASE CREDIT THREE RECENT ACHIEVEMENTS TO OUR RECORD IF WE ARE OBLIGED--AS IS LIKELY-- TO REQUEST MODEST UPWARD READJUST-MENTS OF OUR PRESENT MODE CEILING. WE HAVE DEVELOPED AN AID PROGRAM WHICH BOTH WE AND GOT HAVE AGREED IS IN CONSONANCE WITH THEIR NEEDS AND OUR CAPABILITIES FOR THE DURATION OF THE FIVE-YEAR PLAN. WE ARE WORKING IN SEVEN AGREED SECTORS BUT MOST OF OUR AID AGREEMENTS ARE EX-PANDIBLE, ESPECIALLY IN RURAL DEVELOPMENT AND SCIENCE AND TECHNOLOGY.WE MAY NEED A FEW EXTRA SPECIALISTS ON OUR ROLLS. WHERE POSSIBLE WE SHALL USE TDY PERSONNEL, BUT HIS WILL NOT ALWAYS BE SATSIFACTORY. OUR REQUESTS FOR A FEW MORE CAPABLE PEOPLE WILL BE MADE ONLY AFTER THE MOST SERIOUS STUDY. BY THE BEGINNING OF FY 1980 PLANS FOR THE GRADUAL PHASE-OUT OF USAID SHOULD BE EASIER TO MAKE.

12. LOWEST TEN PERCENT. I WOULD BE OBLIGED TO CONSIGN
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TO THE LOWEST TEN PERCENT IN IMPORTANCE THE FOLLOWING MISSION ACTIVITIES:

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--EMBASSY: TIME SPENT ON SPECIAL FOREIGN CURRENCY
PROGRAMS; TIME SPEND PROCESSING LARGE NUMBERS OF LATERALLY
REPEATED TELEGRAMS OF LITTLE INTERESO TO THIS POST;

--REGIONAL FUNCTIONS: MOST PURSUED HERE DO NOT
ADVANCE OUR GOALS AND OBJECTIONS AND PRESUMABLY COULD BE
BASED ELSEWHERE.

--USICA: BOOK PURCHASE, FILM PURCHASE, VTR'S,
PAMPHLEST AND PERIODICALS AS RECOMMENDED BY PAO

--DAO: ABOLITON OF NAVAL ATTACE POSITION AND
REDUCTION OF NAVAL VISIT FREQUENCY.

--AMBC: NO CUTS UNDER TEN PERCENT REDUCTION LEVELS.

--PEACE CORPS: ENGLISH-TEACHING ACTIVITIES CAN BE
GRADUALLY CUT BACK.

--USLOT: ABOLITION OF NAVAL OFFICER POSITION.

--USAID: ABOLITION OF "WOMEN IN DEVELOPMENT"
ACTIVITIES BUT NO PERSONNEL REDUCTIONS.

13. FINAL COMMENT: THE DEPARTMENT AND INTERESTED
AGENCIES HAVE HERE (IN LESS THAN THE MAXIMUM OF TWO
PAGES SUGGESTED FOR EACH FEDERAL AGENCY REPRESENTED
IN TUNIS) MY OWN PERSONAL VIEW OF THE MID-TERM FUTURE
OF EACH OF OUR USG AGENCIES UNDER BOTH FAVORABLE AND
UNFAVORABLE BUDGETARY CONDITIONS. I HASTEN TO ADD THAT
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MY OPINIONS ARE FALLIBLE AND IN NO CASE DO THEY RE-
PRESENT VIEWS CLEARED WITH THE HEADS OF THE AGENCIES
COMMENTED ON, WHO WILL SEE THEM FOR THE FIRST TIME IN
THEIR CONFIRMATION COPIES OF THIS TELEGRAM. I ASSUME
THAT IS WHAT WAS WANTED. AS A CHIEF OF MISSION AND
TAXPAYER, I HAVE BEEN STRIGENTLY FRANK. BEING EVEN
FRANKER, OF COURSE, I THINK WE TAXPAYERS ARE GETTING
OUR MONEY'S WORTH OUT OF THIS MISSION AS IT IS. I
AM PREPARED TO ARGUE THE POINT.
MULCAHY

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